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ABSTRACT

The need for educators to recognize school/business partnerships and interinstitutional collaboration in a perspective generally shared among corporations is the focus of this paper. An overview of school/business partnerships is followed by a brief description of cooperative efforts that illustrates a shift toward more collaborative approaches. Some liabilities associated with current partnerships are discussed and a rational model for the development of effective partnerships is presented. Based on mission, purpose, and policy analysis, the model is composed of two main dimensions--strategic and operational. Recommendations are made to develop collaborative rather than cooperative efforts and to make educational goals a priority. An advantage of collaboration is that it allows both organizations to share in a product/service not achievable as separate entities. Four figures are included. The appendix provides guidelines for performing a mission analysis. (12 references) (LMI)

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Formulating Effective Inter-Institutional Partnerships: A Policy Analysis Model

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FORMULATING EFFECTIVE PARTNERSHIPS

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Abstract

Antelo, Absael and Henderson, Richard "Formulating Effective Inter-Institutional Partnerships: A Policy Analysis Model". October, 1990. The work begins with a brief review of typical approaches to establishing organizational partnerships. A process is then posited through which the institutution of education may be more effective in its efforts to establish partnerships with individual corporations within the American business community and concurrently enhance the stature of the profession of education. There is a focus on the classical definition of partnership, followed by a posited model grounded on mission, purpose, and policy analysis for legitimizing prospective inter-institutional and organizational partnerships of all types. The model provides the basis for clear and functional organizational coupling which may be decidedly more acceptable to each prospective partner. Authors.

Formulating Effective Inter-Institutional Partnerships: A Policy Analysis Model

Introduction

Increasing efforts to establish partnerships between public schools and the private sector are currently considered one of the most significant developments in education. This trend has entered a maturation process and new directions are beginning to appear. However, a massive new infusion of money for the schools is not likely to be expected although corporate interests may become more involved with schools and be more aware of the needs of public education.

In addition, corporate businesses are beginning to shift their actions toward local programs that are designed and implemented with the support of more creative financial strategies, more collaborative efforts and greater political advocacy. By using these approaches, business and education leaders will be in a better position to help schools make real changes beyond local programs. Corporate businesses are participating in a variety of programs by providing funds for grants to teachers, by sponsoring adopt-a-school programs, special programs, new educational ventures, and the like. The nature of these efforts reflects the business interest in the educational impact on employment, productivity, and the ability to compete in the world market. It is also assumed that such interest stems from an understanding that public schools are vital to the functioning of a democratic society (Sak, 1987).

Business and education partnership programs seem to have motivated arguments and positions in both education and business. On the one hand, business is very much convinced, as charged by David. T. Kearns, CEO of Xerox Corporation, that it is "picking up the tab for the schools failure to teach basic skills" (Kearns, 1987). On the other hand, education has

received from business a relatively small contribution given the scope of the task of public education, as indicated by Dale Mann who stated that" corporate giving to big city elementary and secondary education in the US amounts to between $13 million and $ 22 million each year. That is a tiny slice out of the total $ 156 billion U S public schools spent in the 1986-87 school year" (1987, p. 35). Today that amount is over $ 180 billion. Under these perspectives, one can assert that the question of money is at the center of the school/business partnership endeavors. Additionally, the corporate perception of the lopsided partnership or the over-funding by corporate America is likely due to the misunderstandings caused by a significant misuse of the term partnership.

Given the significance of the business/school movement, it seems appropriate to review the nature of the corporate involvement in education. Many business executives believe that the time has come for them to take a careful look at their own role and to become more active supporters of public education in the political arena. Concurrently, education leaders are beginning to support the idea that corporate involvement should not be understood as money since private money was never intended to replace public money. They are more inclined to seek "new friends for the education coalition. In this manner, business/education partners become political coalitions aimed at major and permanent increases in financial support for public education " (Sak, 1987).

Therefore, this paper focuses on the critical need for educators to recognize partnerships and inter-institutional collaboration in a perspective which is generally shared by corporate business. It begins by presenting an overview of partnerships, followed by a brief account of a selected sample of cooperative efforts that illustrate a shift toward more collaborative and creative approaches to partnership programs. It also illustrates some liabilities associated with current partnerships and adopt-a-school models, and the likely short term longevity of their survival in a strained or recessionary economy. A rational model for the development of effective partnership efforts is presented and promoted, under a definition acceptable to corporate leaders and educators based on an analysis of the mission statement or other foundational documents.

Overview of Partnerships

Business/education partnerships are not new. Hqwever, only in the past decade, and especially in the past five to six years, American businesses have entered into significant collaborative effforts in substantial volume.

Cooperative efforts began as early as1956. Directors of schools volunteer programs placed lay citizens in the classroom to tutor children in reading and to work with children whose native language was not English. These organized efforts to recruit, train, and place volunteers began in New York City with a grant from the Ford Foundation to the Public Education Association, a citizen advocacy group. In 1964, this Association received another grant to replicate the program in 20 large cities, using methods that had proven successful in New York. During the 1970s, not only women were recruited for these efforts, but also older Americans, retirees, college students, and men and women from local businesses. In 1982, there were 4.3 million citizens providing volunteer services on a regular basis. Of these 4.3 million, 18% were business employees. Since 1983, the number of schools engaged in partnership programs has risen from 17% to 40% of all schools. At the present time, there are more than 140,800 education partnerships operating in the nations schools, and the number will continue to grow. Today, partnerships between schools and the private sector, identified as cooperative efforts to improve the quality of education, are truly a national movement permeating the entire educational system (Merenda, 1989).

With the increase of education/business partnership programs, it is now possible to identify at least three kinds of motives for business involvement in the schools: the personal interests of top executives, corporate interests, and altruism, as suggested by Mann (1987). Further, the literature suggests that school projects often come into being because of the self interest and personal commitement of particular leaders. In a study of 20 large cities, superintendents seemed confident of the involvement of business leaders in their schools. Furthermore, it is assumed that corporate interests are basically job-specific skills related, but

businesses do not focus on specific subject matter or skills. Among motivation factors for business involvement are altruistic reasons such as civic pride, boosterism, social conscience, and corporate guilt (Mann, 1987).

The structures of partnerships are extremely varied. Some examples structures include the following: one school and one partner; one partner, nation wide; a group of partners, community wide; or a group of partners, nationwide. In addition, the goals of partnership programs include everything from reinforcing classroom instruction to improving employability skills, preventing drug abuse, providing internships for teachers, providing summer employment opportunities for gifted or at-risk students, and providing equipment and funding for specific programs.

Additionally, the National Alliance of Business has defined five levels of operation used by private sector. These, according to Merenda (1989), are as follows:

Level 1. Policy. Policy partnerships are collaborative efforts among businesses, schools, and public officials that shape public and political debate about schools, bring about substantive changes in legislation and governance, and affect the overall direction of the educational system.

Level 2. Partners in systemic educational improvements. In some partnerships, business people, education leaders, and other community leaders identify needed reforms in the educational system and then work over a long term to make those reforms happen.

Level 3. Partners in management. Management assistance and support is provided to schools in a variety of areas, such as the following: principal autonomy, labor management relations, flexible personnel, incentive systems, purchasing efficiencies, facilities management, information system, strategic planning, finance, organizational development, and the like.

Level 4. Partners in teaching training and development. Professional development opportunities are provided to teachers and counselors, to up-date, upgrade or maintain skills, or to learn more about the labor market in the community.

Level 5. Partners in the classroom. Opportunities for volunteers, who bring their business or occupational expertise directly into the classroom or bring

the classroom to the business, represent another form of partnership.

At this point it seems clear that partnership efforts have made significant contributions to the public school system and have offered concrete assistance in a number of ways. However, some liabilities associated with the current approaches and adopt-a-school models seem to be apparent. Some of these might be identified as follows:

1. Mission. Partnership programs seem to be initiated focusing on isolated specific areas that are of interest to business without consideration of both schools and businesses mission statements. As a result efforts are limited to provide, for instance, materials or financial resources and, consequently these efforts become cooperative unilateral endeavors in which schools receive and businesses provide.

2. Goals. Programs are usually designed to achieve business self -interest goals. Thus, their commitments emerge from the understanding that schools are important to good business because education has a direct impact on employment, productivity and the nations ability to compete in world markets, as suggested by Saks (1987).

3. Legal/logical constraints. Corporate involvement in public schools faces the issue of equitable distribution of businesses resources. As a result, competition among schools to gain corporate participation could emerge.

4. Funding. Businesses' involvement is generally viewed as a donating endeavor. Thus, some businesses limit their efforts to provide funds for new programs, grants to teachers, and financial support for special education ventures.

5. Nature of partnership programs. Most endeavors seem to be exploitive rather than collaborative in nature. Thus, some businesses provide resources and expertise, and schools provide access along with setting and situations, as opposed to both contributing staff time, resources and capabilities which should be defined during the planning process.

6. Assessment and follow-up. The limited success of partnership programs is apparent. The impact of programs on student achievement scores, academic success, drop-out rate reduction, graduation rates and the like need to be documented by evaluation strategies as well as by longitudinal studies.

A Proposed Model for the Development of Partnerships

The past decade has witnessed a growing involvement of cooperative and inter-institutional endeavors. This trend is illustrated by the numerous accounts of exiisting and potential partners. Some examples of creative endeavors are the Pizza Hut's national reading incentive program, Book It!; The Metropolitan Life Foundation, Healthy Me Program; Burger King Corporation, In Honor of Excellence Program; American Can Co., Foundation Program; Matsushita Electric Corporation, Program for the Improvement of Teaching and Learning in American Schools; Chevron Corporation's Program to provide teachers with classroom materials. Other major corporate programs include Six Flag's Corporation, Mc Donalds Corp., International Business Machines, Phillips Petroleum Co., General Electric Foundation, GTE Foundation, General Motors Corp., Radio Shack, and others.

The preceding selected sample of successful partnership programs provides evidence of the extent of cooperative and inter-institutional cooperation endeavors. However, it also seems relevant to consider some of the risks and the apparent deterioration of some of those programs. The conflicting interests of schools and businesses reflect the lack of mutual understanding and agreement on the goals and means to develop students potential for the workforce (Cuban, 1983). The economic stability of these programs is directly influenced by the availability of financial resources , the recessionary economy and the methods employed by corporate business to distribute financial aid to schools. This, in turn, challenges the continuity of programs and has a direct impact on the longevity of business/school partnerships. It is suggested that the critical consideration is related to the

relative contribution of each of the partners to the cooperative design. The operational process of this design is based on a relationship in which schools seem to allow businesses to provide some resources and to complete tasks, while control and leadership remains in each organization, as opposed to a collaborative approach in which a greater amount of time is required since activities are shared rather than allowed (Hord, 1986).

The preceding analysis reveals that, regardless the risks involved, school/business partnership[will continue to provide support for education. The increasing number of endeavors and the variety of programs also suggest that the nature of these efforts is shifting towards a more creative approach to partnerships that call for higher levels of commitment from both institutions, schools and businesses. As Saks suggests, as corporate interest in schools begins to soar, the action shifts towards creative financing, collaborative efforts and political advocacy (1987).

If education is to benefit from the true potential of the business/school partnership movement, it seems appropriate to advocate a collaborative model which emphasizes mutuality, partnership, and reciprocity . Furthermore, the term collaboration refers to an operational process between equals. Such process requires the development of a policy model for joint planning, implementation and evaluation of partnership endeavors between schools and businesses, and the term partnership refers to an action involving equitable collaboration between parties having specified and joint rights and responsibilities. Thus, the purpose of collaboration is to share responsibility, leadership and authority for strategic decision making and operational implementation in the interest of accomplishing mutually beneficial goals. (Hoyt, 1978).

Under this perspective, a model for the development of effective partnership efforts must be comprised of two main dimensions:

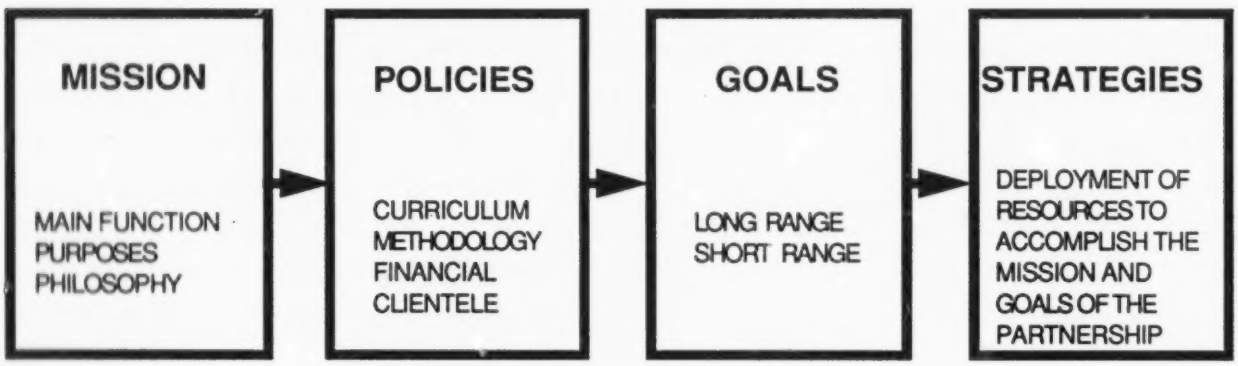
1. Strategic dimension: Mission, policy, goals, strategic planning and shared resources.

2. Operational dimension: A realistic partnership structure, administration and leadership, and evaluation and follow-up.

The strategic dimension is concerned with the long term decision making process about the nature and direction of the collaborative effort between schools and businesses. (Byard, 1984). As illustrated in figure 1, the main components of this dimension are as follows:

a) Mission. The mission statement as a formal document communicates the unique purposes for which the organization exists, its main function and the philosophy by which organization members guide their decision making and practice.

Fig. 1. The Strategic Dimension



The mission or other foundational document of each institution must be analyzed in order to identify similarities and differences in purpose, function and philosophy. Those purposes that are common to both organizations represent the potential areas for the development of collaborative efforts and the justification (communication of rationale) for resource allocation. As a result, both organizations agree on projected outcomes, products and services; thus, the joint venture is borne. This

analysis is can be observed in Figure 2 and the appendix.

b) Policies. As a purposive course of action, policies formulate parameters or general guides for decision making and implementation of the collaborative effort (Anderson, 1977). The boundaries within which the partnership program will be accomplished are thus established. Generally, policies will orient actions related to curriculum, methodology, finance and the clientele to whom the partnership effort is directed (Kerr, 1976).

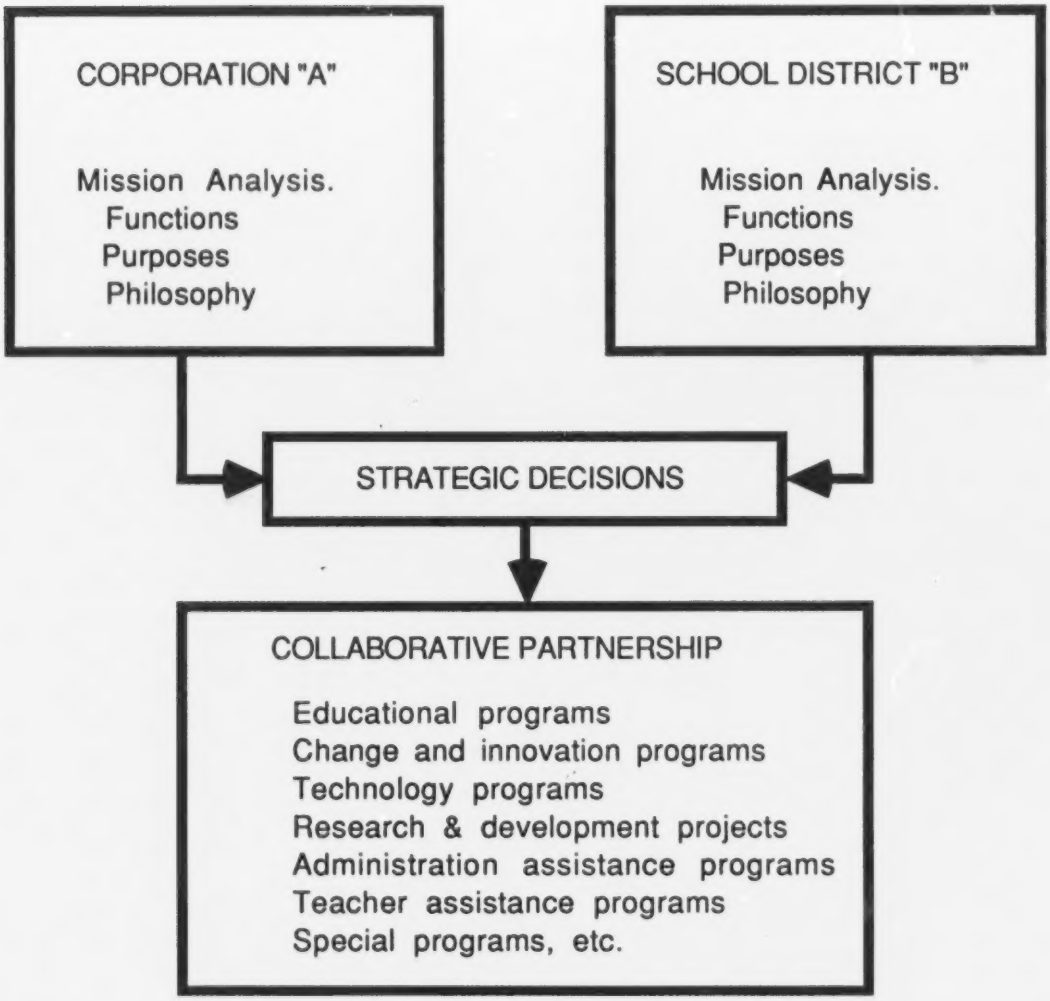
In addition, once policies are outlined, they should be judged by specific screens . These screens, according to Kerr (1976) include the following: (1) desirability (degree to which both organizations qualify the effort as desirable to their educational purposes); (2) effectiveness (degree to which both organizations qualify the effort as the best perceived means to accomplish the partnership goals); (3) justness (shared perception of parties that the effort is just for all involved); and (4) tolerability (Degree to which both organizations qualify the cost of the program as proportional, cost effective, and acceptable in reference to the purpose of the effort).

c) Goals. As an expression of shared outcomes, goals are the desired and measurable end results derived from the mission statements of both institutions. Goals must address areas of mutual need and interest and must include long term and short term objectives. These objectives need to be balanced and compatible with both organizations' goals.

d) Strategies. As a broadly stated means of deploying resources to achieve the collaborative effort objectives, strategies must reflect the organizational strengths and available resources, both human and economical of both institutions (Cook, 1988).

c) Resources. Financial, material and human resources from both institutions must be identified and allocated for the collaborative effort to ensure that the mutually beneficial goals are achieved.

Fig. 2. A Mission Analysis



The operational dimension is concerned with the implementation of the collaborative effort. It includes the operational definition of a partnership structure, leadership and administration of the program, and the evaluation and follow-up processes of the program objectives. This dimension can be observed in figure 3.

Fig. 3. The Operational Dimension

a) Partnership structure. As an organizational arrangement, the structure of the collaborative effort must be defined according to the goals, objectives, and strategies identified in the strategic dimension. Tasks and responsibilities are defined in such a way that mutual control is shared by the parties involved, and every participating individual must be willing to use independent judgment about assuming responsibilities to implement the program.

b) Leadership and administration. Specific responsibilities are delegated in such a way that leadership is shared and dispersed between the school and business official. In addition, communication roles are established and definite channels are created for facilitating interaction accross the organizations concerning the joint effort, as well as channels for coordinating mechanisms for implementation of the joint program.

c) Evaluation and follow-up. As a means for measuring the impact of busisness/school partnership endeavors during and after completion of the program, evaluation should determine the effectiveness of the program in achieving the mutually agreed upon goals and objectives. Furthermore, the evaluation should address aspects related to success of the students, cost effectiveness of the program and the degree of accountability of schools and businesses related to the joint effort. In addition, longitudinal studies need to be in place so that the long term effects of the joint programs can be determined. Figure 4 represents a contribution analysis model that can be modified to meet specific partnership program evaluation needs. The model includes an assessment of the expected and actual results of the partnership effort based on the expressed goals of the program; and, an analysis of the contributions of the major component tasks of the collaborative effort based on the time utilization to meet the specified needs and the mutual benefits of the partnership.

Concluding Statement

This paper has atttempted to present an overview of partnership efforts, an account of some successful cooperative efforts and to identify some liabilities associated with current partnerships in order to present and promote a rational model for the development of partnership efforts. This model includes two main dimensions: Strategic, which is comprised of the mission statement, policies, goals and strategies ; and operational, which includes partnership structure, leadership and administration, and evaluation and follow-up. It is contended that collaborative efforts are preferred over cooperative endeavors and that the educational purposes of the partnership efforts should be the prime characteristic of such efforts.

Finally, it is imperative to recognize that collaborative efforts lead both organizations to share in a product or service that would not have been possible as separate entities. The public in general may obtain greater benefit from the collaborative endeavor than each separate organization could have offered.

Fig. 4. Partnership Contribution Analysis

CORPORATION EXPECTATIONS		SCHOOL DISTRICT EXPECTATIONS	
1. Expected	2. Actual	1. Expected	2. actual
A. 20	10	A. 20	20
b. 50	50	B. 50	40
c. 10	10	C. 20	20
d. 20	10	D. 10	10
100%	80%	100%	90%
DECISIONS & RECOMMENDED ACTIONS		DECISIONS & RECOMMENDED ACTIONS	

PARTNERSHIP COMPONENT	TIME USED	RESULT,SERVICE OR PRODUCT	NEED BEING MET	PARTNERS FEEDBACK

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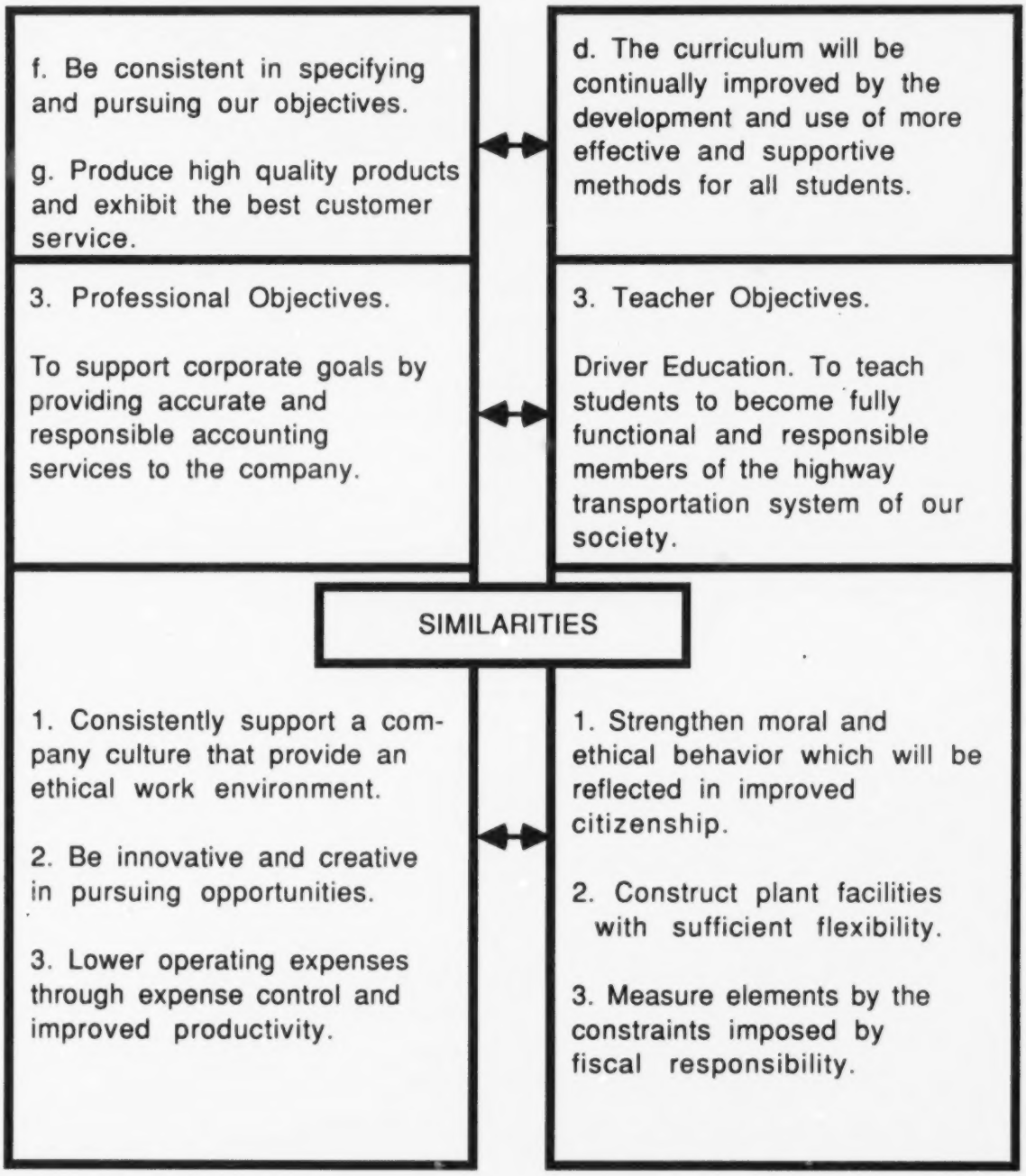
Appendix

Performing a Mission Analysis

CORPORATION "A"	SCHOOL DISTRICT "B"
1. Corporate Mission	1. Instructional Mission
To be the best regionally focused refining and marketing company, emphasizing profitable growth, superior quality products at competitive prices, and outstanding customer service. The best means being the industry's most efficient crude oil and most effective marketer. It means we will add significant value per dollar spent, yield superior returns to our stockholders, provide an excellent work environment to our employees, and be a responsible corporate citizen.	To provide a comprehensive, creative educational setting for all students of the district. To establish a quality program of education within the ability and willingness of the community to support the program. Recognizing the diversity of the students, the district believes that educational methodology should provide a basically structured system... and be directed toward an individualized curriculum.
2. Business Goals.	2. School Goals
a. Pursue excellence; refuse to accept mediocrity.	a. A short and long-term master plan for growth and development of the district will be developed to accurately forecast facility usage district-wide.
b. Exhibit change resiliency.	b. The planning, organization and management of all educational and support services of the district will be effective, efficient, and accountable.
c. Possess unparelleled operating and marketing skills.	c. Greater community involvement will be enhanced through timely, effective and consistent communications.
d. Be innovative and creative in pursuing opportunities.	
e. Promote team effort, respect for the individual, and equal opportunity for all employees.	


f. Be consistent in specifying and pursuing our objectives.
g. Produce high quality products and exhibit the best customer service.
d. The curriculum will be continually improved by the development and use of more effective and supportive methods for all students.
3. Professional Objectives.
To support corporate goals by providing accurate and responsible accounting services to the company.
3. Teacher Objectives.
Driver Education. To teach students to become fully functional and responsible members of the highway transportation system of our society.
SIMILARITIES
1. Consistently support a company culture that provide an ethical work environment.
2. Be innovative and creative in pursuing opportunities.
3. Lower operating expenses through expense control and improved productivity.
1. Strengthen moral and ethical behavior which will be reflected in improved citizenship.
2. Construct plant facilities with sufficient flexibility.
3. Measure elements by the constraints imposed by fiscal responsibility.